

CITY COUNCIL  
PLANNING AND COMMUNITY DEVELOPMENT  
COMMITTEE MINUTES  
January 8, 2010

The City Council Planning and Community Development Committee of the City of Norman, Cleveland County, State of Oklahoma, met at 8:00 a.m. in the Conference Room on the 8th day of January, 2010, and notice and agenda of the meeting were posted in the Municipal Building at 201 West Gray and the Norman Public Library at 225 North Webster 48 hours prior to the beginning of the meeting.

PRESENT:	Councilmembers Atkins, Cubberley, Griffith, and Chairman Butler
ABSENT:	None
OTHERS PRESENT:	Mayor Cindy Rosenthal Ms. Karla Chapman, Administrative Technician III Ms. Susan Connors, Planning and Community Development Director Mr. Patrick Copeland, Development Services Manager Mr. Ken Danner, Development Manager Mr. Doug Koscinski, Current Planning Manager Mr. Steve Lewis, City Manager Mr. Angelo Lombardo, Traffic Engineer Mr. Shawn O'Leary, Director of Public Works Ms. Debra Smith, Environmental Services Coordinator Ms. Kathryn Walker, Assistant City Attorney Mr. Harold Heiple, Attorney representing Developers Council Ms. Jane Ingels, Greenbelt Commission Member Mr. Richard McKown, Greenbelt Commission Member Ms. Lyntha Wesner, Greenbelt Commission Member

DISCUSSION REGARDING COMMERCIAL LIGHTING STANDARDS.

Ms. Susan Connors, Planning and Community Development Director, said Staff will specifically address commercial lighting standards, as opposed to covering both residential and commercial lighting as a whole. She felt in order to move forward with commercial lighting, the two needed to be discussed separately, as residential lighting may require more research and discussion.

Mr. Doug Koscinski, Current Planning Manager, said Chapter 22 of the Zoning Ordinance offers general guidance on lighting in only two sections of the ordinance, specifically Section 22.431.7(2)(f)(4) addresses off-street parking and Section 22.431.7(3)(d) addresses parking lots. He felt clarification is needed since the ordinance only addresses lighting within parking lots and ignores all other applications. Mr. Koscinski said at Council's request, the Environmental Control Advisory Board (ECAB), began discussion that resulted in a draft ordinance which addressed three broad areas of lighting; standards that affected public installations, including street lights; standards aimed at controlling non-residential uses, including parking lots; and light trespass and glare within all residential areas, including limitations on the size of bulbs used on the outside of single-family dwellings.

Mr. Koscinski said the current ordinances tries to protect residential zoning districts, but it does not address commercial to commercial uses or commercial to a roadway uses, and states any lighting installed shall have minimal impact on abutting properties, but again, is not specific. He said the ordinance also requires shielded lighting, but does not define how it is measured. Some issues about current commercial lighting practices include:

- Light trespass – light where it is not wanted
- Glare – overlighting or uncomfortable to the eye – general problem is “more” equals better
- Light pollution – light where it is not needed or wanted
- Current ordinance only attempts to deal with parking lots –should also address public lighting, street lighting, municipal lighting, commercial lighting, and residential lighting

Mr. Koscinski said Norman recently adopted new building codes that regulate residential and non-residential construction. He said the adopted version of the International Energy Conservation Code (2006), previously addressed only interior lighting standards, but the current version, Model Energy Conservation Code (MECC) (2009), includes lighting standards for exterior lighting. Mr. Koscinski said the goal of the code is to conserve energy and does so by imposing lighting limits that are not to be exceeded, i.e., parking lots are now limited to .15 watts of light per square foot of the parking area and automobile sales lots are allowed to install no more than .5 watts per square foot of parking area. While the ordinance begins to address one aspect of the lighting topic, it does not offer any specific guidance on types of lights, direction, glare, impact, etc.

Mr. Koscinski distributed an article from American Planning Association (APA) publication, Zoning Practice, entitled "*Bright Days, Dark Nights: Regulating Light*," that addresses some of the remaining topics and introduces a model lighting ordinance developed by the International Dark-Sky Association (IDA). He said the IDA has correctly pointed out that inefficient lights waste money as well as create the problems of glare and light trespass when lights are pointed where they are not wanted or needed. He said because of IDA's focus, practical standards and suggestions for "good" lighting have been developed, including recommending full-cutoff fixtures that direct all light downward, shielded fixtures to prevent trespass onto abutting properties, and height standards for pole and wall-mounted lights that minimize glare.

Mr. Koscinski provided a brief overview of IDA's "*Guidelines for Good Exterior Lighting Plans*," which include simple diagrams of acceptable lights and suggestions for elements that should be addressed when developing a lighting ordinance. Some of these elements are as follows:

- Promoting safety
- Save money
- Conserve natural resources, i.e., inappropriate or excessive lighting wastes limited natural resources and pollutes the air and water
- Be better neighbors, i.e., do not use excessive or misdirected lighting that could intrude on the privacy of others
- Retain community's character and reduce skyglow
- Protect ecology of flora and fauna, i.e., research studies indicate artificial night lighting disrupts the migrating, feeding, and breeding habits of many wildlife species, as well as growth patterns of trees
- Reduce health risks, i.e., light at night disrupts sleep interfering with circadian rhythms, reduce production of melatonin resulting in the raise of breast and other cancers.

Mr. Koscinski said the information provided suggests a way to move forward on commercial lighting, if elements from MECC; model lighting ordinance developed by IDA; and the "*Guidelines for Good Exterior Lighting*," also developed by IDA, can be merged together. He said the MECC establishes an "energy budget" to which new development must adhere and local amendments are possible. IDA suggests requiring horizontally-mounted, full-cutoff fixtures, along with specific locational criteria, could minimize misdirected light and the Model Ordinance suggests various "lighting zones" as regulatory framework, but also suggest more practical, simple regulations that may be easier to enforce, i.e., maximum height for pole lights, locational criteria for wall lights, and adopting maximum wattages for each individual light.

Mr. Koscinski said if Council desires, the Planning Commission could create an amendment to the Zoning Ordinance that fuses the elements of each of these approaches into an expanded section of the Zoning Ordinance for commercial lighting.

The Committee discussed and agreed a lighting ordinance needs to be practical enough to be implemented because the City does not have the staff or resources to have "night police." Councilmember Cubberley said whatever standards are adopted should be measured from the planning stage and during daylight hours. Councilmember Butler asked if new energy standards alone will make a noticeable difference and Mr. Koscinski said yes. Mayor Rosenthal suggested looking at the standards for height limits, placement of lighting on property lines, maximum wattage, and full cut-off fixtures and said discussion would be helpful on mandated automatic shut-off lighting. She suggested Staff research what other communities have done on this issue.

Councilmember Griffith felt LED lighting produces a better quality of light without the glare and trespass issues and wondered if the Committee should consider LED lighting in a future ordinance. Councilmember Cubberley said although LED technology is emerging, it is not quite where it should be and said perhaps offering incentives for LED lighting without mandating them might be the route to go. Councilmember Butler said she was interested in more information on lumens because they are more efficient. The Committee agreed the Planning Commission should review and develop a draft ordinance amendment and bring back to the PCDC for further discussion.

Mr. Shawn O'Leary, Public Works Director, provided an update on the possible LED street lighting project and said a pilot project was submitted in December 2009, to the Association of Central Oklahoma Governments (ACOG) Transportation Improvement Program. He said ACOG is in the process of rating and ranking the project and hopefully it will be approved by October 2010. He said if approved, the LED street light conversion would be on Main Street, from 36th Avenue NW to University Boulevard, and would be the first of twenty-two projects over a five year period. He said the cost estimate for the project is estimated to be \$525,000 and would require Council approval of matching the funds.

Items submitted for record

1. Memorandum dated January 8, 2010, from Mr. Doug Kosciński, AICP, Manager, Current Planning Division, to Planning Committee of the Norman City Council
2. Model Energy Conservation Code – Commercial Energy Efficiency Section 505
3. Excerpt from an American Planning Association publication, Zoning Practice, entitled "*Bright Days, Dark Nights: Regulating Light*"
4. Guidelines for Good Exterior Lighting Plans, prepared by The Dark Sky Society, 2009
5. PowerPoint presentation entitled "*Commercial Lighting*," Council Planning Committee dated January 8, 2010

DISCUSSION REGARDING THE DRAFT GREENBELT ORDINANCE.

Councilmember Butler said the purpose of today's discussion was to get an update on the work of the Greenbelt Committee, especially the subcommittee working on the ordinance. She said the Committee received a draft ordinance and staff memorandum to review prior to the meeting. She said the Committee also received an analysis and comments from Mr. Heiple on behalf of the developer community. Council adopted the Norman 2020 Land Use and Transportation Plan February 25, 1997, which included a goal for establishing a greenbelt system and introduced policies to guide development towards that goal. She said Resolution No. R-9798-71 was adopted March 24, 1998, authorizing a Greenbelt Steering Committee (GSC) to create a Greenbelt Plan for Norman and at a public meeting on July 30, 2002, the GSC presented their final report, "Green Dreams," which provided guidance on getting the Greenbelt System off the ground. Councilmember Butler said on May 11, 2004, Council approved Ordinance No. O-0304-71 establishing a formal Greenbelt Commission (GC), and on November 16, 2004 adopted the Norman 2025 Land Use and Transportation Plan mirroring the same goals for a greenbelt system as the 2020 Land Use and Transportation Plan. During the same time, the Planning and Community Development Committee (PCDC) began discussions on storm water issues in response to issues of flooding, erosion, and complaints, which resulted in hiring Post, Buckley, Schuh, and Jernigan, Inc., (PBS&J) for the preparation of a scope of study for the Storm Water Master Plan (SWMP). Councilmember Butler said there have been a number of community surveys, addressing greenbelt systems as a topic, and the results indicate the community supported a greenbelt system. She said the Greenway Master Plan (GMP) and (SWMP) are parallel and somewhat interconnected and asked Mr. Steve Lewis, City Manager, to speak to the Committee on how to keep the two issues straight.

Mr. Lewis said in November 2009, Council approved Resolution No. R-0910-68, accepting certain data and maps contained in the GMP and directing Staff, as it proceeds with the development of the SWMP, to implement recommendations in each respective plan. Mr. Lewis said the acceptance of the resolution did not commit to a funding strategy, did not enact any new regulations, and did not require any additional dedications of land, but did identify certain underlying values, i.e., water quality and protection of private property from flooding. Mr. Lewis said Staff realizes the issue of stream planning corridors is an important component in moving forward with the GMP. He said Staff will continue working with the GC to bring the GMP into fruition, but felt the full adoption of the SWMP and stormwater utility is dependent upon a community resolution on stream planning corridors.

Mr. Lewis said the Storm Water Task Force (SWTF), is a working group which includes the City Attorney, Planning, and Public Works Departments who are involved in the advancement of both the GMP and the SWMP. He said the SWTF meets monthly to make certain the goals are consistent with the action plan accepted by Council and looks for opportunities to maximize efforts. He said the SWTF will hold a public meeting on January 27, 2010, to discuss how other communities are managing similar flood plain management issues.

Ms. Susan Connors, Planning and Community Development Director, introduced Ms. Jane Ingles and Ms. Lyntha Wesner, GC Members, and said the GC, and a subcommittee of the GC, have been working on the Greenbelt Ordinance since May 2009, and have met with development representatives on several occasions to gain their input. She said the GC approved a final draft of the Greenbelt Ordinance on December 14, 2009. Highlights of the ordinance include extending their duties for overview of zoning and platting applications in addition to subdivision review and adding definitions relative to the GMP and zoning terminology specific to the greenbelt system. She said the real focus is on the Greenway Enhancement Statement and how to submit them to the GC for review. She said the GC discussed how to fit the review within the overall development process to allow enough time for developers to submit them and the GC to review them and have input prior to the Planning Commission (PC) meeting. The ordinance also contains a policy for acquiring greenway trails and other open space. Ms. Connors said the draft Greenbelt Ordinance has been placed on the City's website for public review prior to the meeting on January 25th.

Councilmember Butler said she missed the GC informal input in the development proposals submitted for Council consideration as the advice was very helpful. Ms. Ingles said the GC is in the process of refining the Greenbelt Enhancement Statement and felt one goal is to educate the development community that citizens are supportive of a greenbelt system. She said it will save time and money if the GC is able to give the development community recommendations on submitted applications, at a time when they can respond and/or make changes before plans are permanent. Ms. Wesner felt the draft Greenbelt Ordinance reflects what citizens desire based on input received in community surveys and discussions through Green Dreams.

Mayor Rosenthal said she felt the Greenbelt Enhancement Statement could come forward prior to adoption of the GMP and asked Mr. Lewis if he was saying it needed to wait until the stream planning corridor issue was resolved. Mr. Lewis said what he was saying is that he felt the full adoption of the SWMP and stormwater utility is dependant upon a community resolution of stream planning corridors. Councilmember Cubberley said resolving the stream planning corridors issue will also resolve the GMP issue as well since Council has not adopted that part of the plan. He felt we could move forward with the enhancement statement, but recognize we do not have a full plan adopted by Council at this point.

Ms. Connors said within 30 days of the public meeting on January 25th, staff will prepare a final report to include the public comments and concern expressed by other stakeholders and staff reaction to those comments along with the GC's final recommendation to be forwarded to the PCDC.

Items submitted for the record

1. Memorandum dated January 8, 2010, from Ms. Susan Connors, AICP, Director, Planning and Community Development Department, Chairman and Members, Planning and Community Development Department
2. Draft Greenbelt Ordinance dated November 13, 2009

The meeting adjourned at 9:12 a.m.

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Attest: City Clerk

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Mayor